



Government of Uganda

**Ministry of Health
Ministry of Water, Lands and Environment
Ministry of Education and Sport
Financing Strategy for
Sanitation and Hygiene Promotion in Uganda
Part II**

10-year Improved Sanitation and Hygiene Promotion Financing Strategy

FOREWORD

Despite significant improvements in both rural and urban access to, and use of, latrines – hand washing facilities and the safe water chain, Uganda still faces considerable challenges in achieving its Millennium Development Goals (MDGs) and the ultimate goal of universal coverage and use. As a result, there is a high level of faecal pollution causing a tragic and unnecessary waste of young Ugandan lives. Unsafe water and sanitation are also having a debilitating effect on families coping with repeated bouts of diarrhoea and excessive worm loads. Poor environmental health damages livelihoods, inhibits educational opportunities and reduces Uganda's rate of development. Diarrhoea should be history in Uganda and yet outbreaks of cholera and dysentery still claim front page news.

The investment strategy for improved sanitation and hygiene is a call for collective action to make sanitation everybody's problem and everyone's responsibility. It is built on a participatory process in which districts analyzed their constraints and challenges and found appropriate and affordable strategic options and directions to tackle them. The required investment to achieve improved access and use is within local government capacity because it will build and harness both individual and collective responsibility and place the private sector in a strong position to create and meet consumer demand.

The backbone of the Improved Sanitation and Hygiene (ISH) strategy is the cascading advocacy, consensus building and planning process which will link all levels of society together to achieve the same targets together with a renewed emphasis on social marketing. Key stakeholders from government and non-government institutions will all commit themselves through performance-related contracts and be held accountable for achieving results. The private sector will be encouraged to enter the ISH arena and make it their business. Politicians at all levels will share responsibility for these targets as they pledge their commitment to universal ISH through the re-launch of the Kampala Declaration on Sanitation – KDS + 10.

The emphasis is on empowering the Ugandan people to take better control over their environmental health risks by adopting the key preventive measures to reduce or eliminate faecal contamination: constructing a sustainable latrine; washing hands where there is any risk of faecal pollution and protecting drinking water from source to mouth. These measures are within the reach of the majority of Ugandans but they must also be effectively employed so there will be a strong investment in getting the technology right and facilitating hygienic use. Safety nets will be in place to assist those who are not in a position to employ them.

This ISH strategy is by no means a blueprint but a living document to help all levels of society to achieve their targets. It must be used, adapted and improved by practitioners as they find new solutions to the prevailing challenges. However, it must be grasped as an opportunity to make improved sanitation and hygiene a reality for all and an opportunity for those Ugandan children who will otherwise not live to see their 5th birthday.

Hon. Emmanuel Otaala,
Minister of State (Primary Health Care)

ABSTRACT

This draft strategy represents a 10-year national strategy for financing improved sanitation and hygiene aimed at achieving national targets and the Millennium Development Goals (MDGs).

The strategy is based on and supports:

- Sector policy within sanitation and hygiene promotion – the strategy builds on and takes as its departure point present policy and targets
- District, government agency, non-governmental organization (NGO) or private sector annual planning and budgeting
- The many different and varied approaches required within the 70 different districts as well as within the wide range of NGOs and private sector agents
- The investment planning for hardware that is presented in the Sector Investment Plan and linked to the sub-sector allocation and prioritization processes
- The government personnel involved in promoting sanitation and hygiene (especially the Ministry of Health personnel at district and sub-district level)
- The marketing and other plans of the private sector toward provision of latrines and soap.

The strategy has three main elements:

- A specific 10-year financing strategy to promote sanitation and hygiene
- The implementation of physical structures (hand washing facilities and latrines)
- The ongoing routine personnel costs of the health extension function as it relates to improved sanitation and hygiene (ISH)

The main focus of the strategy is on the first element – the 10-year financing strategy to promote sanitation and hygiene. The other elements are also covered but by referring to other documents. It was found early on that the financing strategy needed to start with first i) a situation analysis, second ii) a derivation of a simple and commonly-used strategy and third iii) the derivation of costs of the strategy before the financing options themselves could be meaningfully addressed.

This document presents a series of core strategies and activities that are relevant throughout the sector and across all districts. These strategies and activities are costed and responsibilities are allocated over a 10-year period, in accordance with the responsibility matrices of the situational analysis completed earlier. The role of the strategy is to:

- Show in a transparent manner how much finance is required for the “software” elements of reaching the ISH-related targets of the MDGs and the Poverty Eradication Action Plan (PEAP)
- Provide a tool that can indicate the consequence of less funds being available and provide a means for constructively seeking to best spend available funds
- Provide a vision and strategy that seeks to direct available funding towards a 10 year horizon where annual expenditures can build on each other and achieve synergies.
- Provide the national guidance that will form the basis for district-derived ISH strategies that respond to the particular district challenges.

The strategy will thus act as a guiding framework for the implementing agencies, as an instrument of advocacy and as an input to the more detailed Medium-term Operation Plans (MTOP 3 years). It will also be an input to the overall Sector Investment Plans that fall under the sector financial ceilings within the Ministry of Health (MoH), the Ministry of Water, Lands and Environment (MoWLE) and the Ministry of Education and Sports (MoES). In addition, it will influence and guide the sanitation-related activities of the Ministry of Local Government (MoLG) and also the office for Internally Displaced Persons (IDPs) within the President’s office, as well as the private sector and NGOs.

The strategy presents, in annexes, a fuller range of potential strategic actions, directions and best practices that have emerged during the district and regional workshops, as well as those documented in recent sector literature. These strategic directions form a powerful and comprehensive menu of options for district-based actors as well as national actors, both in the public and private sectors as well as within civil society. The problems of urban areas are highly complex and although the strategy specifically addresses and singles out the differences between rural and urban areas there is an even greater need to make town- and city-specific strategies than there is for the rural areas. Solid waste management and the full complexity of urban services need to be considered in greater depth.

CONTENTS

Foreword	ii
Abstract	i
Acronyms and Abbreviations	iv
Definitions and Glossary of Terms	v
1 Introduction	7
2 Demand Creation Program	10
3 Supply Improvement Program	13
4 Enabling Environment Program	17
5 Cost and Financing of the Core Strategies	22
5.1 summary of costs	25
6 Physical Implementation.....	26
6.1 investment and public sector operation and maintenance costs	26
7 Personnel Costs	28
8 Monitoring and Performance Measurement of the ISH 10 Year Strategy	29
9 Options and Alternatives	30
9.1 Policy Options	30
9.2 Subsidy Options and Review of the Subsidy Policy	31
Annex A Financial Tables.....	1

ACRONYMS AND ABBREVIATIONS

AIDS	-	Auto Immune Deficiency Syndrome
BOPs	-	Best Operational Practices
CBOs	-	Community-based organizations
DDHS	-	District Director of Health Services
DHIs	-	District Health Inspectors
DWSC	-	District Water and Sanitation Committee
DWD	-	Department for Water Development
EHD	-	Environmental Health Department
FDS	-	Fiscal Decentralization Strategy
HHs	-	Households
HAs	-	Health Assistants
HIs	-	Health Inspectors
HSSP	-	Health Sector Strategic Plan
HWs	-	Health Workers
HW	-	Hand Washing
IDE	-	International Development Enterprises
IDPs	-	Internally Displaced Persons
ISH	-	Improved Sanitation and Hygiene
KCC	-	Kampala City Council
KDS	-	Kampala Declaration on Sanitation
LC5	-	Local Council Five
MDGs	-	Millennium Development Goals
MOES	-	Ministry of Education and Sport
MOLG	-	Ministry of Local Government
MOFPED	-	Ministry of Finance, Planning and Economic Development
MOH	-	Ministry of Health
MOU	-	Memorandum of Understanding
M UGX	-	Millions of Ugandan Shillings
MPs	-	Member of Parliament
PEAP	-	Poverty Eradication Action Plan
PHAST	-	Participatory Hygiene and Sanitation Transformation
PHC	-	Primary Health Care
PPDE/CU	-	Plan décennal de développement de l'éducation Ten-Year Education Development Plan
ROM	-	Results Oriented Management
RUWASA	-	Rural Water and Sanitation Agency
SIP	-	Sector Investment Programme
SFG	-	School Facility Grant
SMC	-	School Management Committee
SSIPs	-	Small Scale Independent Providers
SSBs	-	Stabilized Soil Blocks
RGCs	-	Rural Growth Centres
ToTS	-	Trainers of Trainers
TSUs	-	Technical Support Units
WASH	-	Water, Sanitation and Hygiene (Campaign)
WES	-	Water and Environmental Sanitation
WBS	-	Water-borne Sewerage

DEFINITIONS AND GLOSSARY OF TERMS

Defining Improved Sanitation and Hygiene

In the Ugandan context, ISH encompasses the promotion of skills and practices that enable individuals, families and communities to have a clean and healthy environment. The concept focuses on proper disposal (management)¹ of human excreta and keeping drinking water safe to the point of use and adopting high levels of personal, domestic, public and food hygiene. It also focuses on ensuring safe management of solid and liquid wastes, including health care wastes and protecting households against vectors and rodents, especially those of public health importance.

Arborloo/Ecopit:

A simple ecological sanitation facility, where a sanitary slab and a lightweight latrine superstructure is placed on a shallow un-lined pit (as deep as the soil conditions allow). When the pit is full, the slab and the superstructure are moved to a new pit and the existing pit is covered and a tree is planted on top of it.

Ecosan:

An ecological sanitation technology where the nutrients in the human excreta are reused as biological fertilizer. The arborloo/eco-pit is the simplest technology for ecological sanitation; more sophisticated technologies include separation of urine and faeces to be reused separately.

On-site sanitation:

Sanitation technologies where the human excreta are disposed permanently on-site e.g. in ventilated and improved (VIP) latrines or septic tank systems with soak away of liquid waste.

Figure 1: Sanitation ladder

Sanitation ladder
Higher Cost/Lower Risk
Pour-flush and hand washing facilities
Eco-pit, slab, vent with hand washing facilities
Eco-pit with dome slab of 60, 80, 100 or 120 centimeters
Traditional pit latrine upgraded with 60 x 60 centimeter slab
Traditional pit latrine (TPL)
Open defecation buried (cat's method/trench)
Designated place for defecation
Defecation in the open (indiscriminate)
Defecation (young child) in the compound
Low Cost/ High Risk

Piped sewerage systems:

Sanitation systems where the human excreta and liquid waste are disposed through water-borne sewerage networks to treatment plants and eventually to natural water courses.

¹ The type of systems to be adapted for the safe management of excreta will reflect a combination of “demand” factors prevailing in the locality along an options ladder where upward movement is related to increased cost but increased safety.

Septic tanks:

A disposal system for human excreta where the waste for water closets are disposed in a tank that allows settlement of sludge and disposes the liquid waste into a subsurface drain.

Social marketing

Social marketing is used when satisfying needs and wants is both socially and commercially beneficial to consumers and producers of goods and services. It is therefore socially advantageous to engineer in order to meet demand.

Total sanitation

Total sanitation is where people demand, develop and sustain a totally sanitised, hygienic and healthy environment for themselves (in partnership with drivers and stakeholders) by erecting barriers to prevent the transmission of diseases, primarily from faecal contamination. It is applied at all levels from household, village, parish, sub-county to district levels.

1 INTRODUCTION

The ISH financing strategy has three major objectives which are defined within the framework of PEAP, the Health Sector Strategic Plan (HSSP), Water and Sanitation Sector SIP2015 and the Ministry of Education and Sports (MOES) sector plans:

- Improved latrine coverage and usage²
- Improved hand washing practice³
- Improved safe water chain

The objectives are open to convenient measurement and are part of the water and sanitation sector annual performance measurement framework as well as the Management Information System of the Ministry of Health (MOH) (see chapter 6).

One of the main insights of the district and regional consultations⁴ is that the challenges at the districts, although common in many respects, are also very distinct. What works in one area may not work in another. Thus a wide menu of best practices and strategic directions are identified in the earlier situation assessment report. This implies that there is no one package or set of strategies at district level that can be universally applied. Hence each district will develop its own distinct strategy based on the overall framework. Box 1 below outlines the five main sector observations and challenges that emerge from the sector assessment analysis.

Box 1: Observations and challenges facing ISH - from sector assessment analysis

5 Key Observations

1. Nationally, the self-perceived household latrine access is 85% in rural areas and 96% in urban areas (NSDS, 2005) – technical assessments put the access to improved facilities at only 57% (2005 sector report).
2. Schools and IDPs have critical latrine access problems that seriously threaten the health of the most vulnerable
3. Latrine coverage varies between districts from 1% to 97%
4. Hand washing practice unknown but reportedly varies highly between districts from less than 10% to over 90% in at least one district.
5. Soap /substitute and presence of water source near latrine are key constraints

5 Key Challenges

1. Sector data and understanding has to be district specific
2. The strategy has to be nationally-led but district-developed and ultimately district-specific
3. Increase the focus on penetration of soap/substitute
4. Increase the focus on affordable water source near latrine
5. Heavy public sector investment needed in schools and IDPs

In response, a set of core strategies have been refined, inspired by and built upon the Kampala Declaration on Sanitation (1997). These strategies pull together elements that are so fundamental that they are common to most, if not all, district situations and thus have core relevance at a national level. The menu of strategic directions and options that represents

³ As defined in the SIP 2015: (at least 1:40 pupil to stance ratio in schools and a coverage of improved latrines, 77% in rural areas and 95% in urban areas, with 80% functioning (i.e. being used) at any given time)

⁴ HSSP definition: Public awareness of defined health priorities increased to 75%; behaviour change in priority health interventions increased by 50% in target groups.

⁵ Definition of target handwashing behavior: existence of a washing facilities and use of the facilities with soap or substitute. Note handwashing is only one example of a range of hygiene practices that include removing children's faeces, dish washing etc)

the best practice in Uganda as found on the basis of the regional and district consultations is put forward in Annex C: Matrix of strategic directions. The matrix or menu also includes especially relevant strategies from other countries. These strategies imply action for the public sector at the national and local levels, as well as for the private sector and the users themselves.

Three pillars have been defined through which improved sanitation and hygiene can be effected:

- Demand generation for sanitation and hygiene through health and hygiene awareness, social marketing and financial incentives or rewards
- Supply of sanitation in terms of appropriate technology solutions, product/ project development, private sector supply
- An enabling framework to support and facilitate an accelerated scaling up through policy and legislation, coordination, comparative monitoring and incentives (fiscal and awards), and capacity building support to local governments and other stakeholders

Within each of the three pillars there is special attention given to the following categories:

- Rural
- Urban
- Schools
- IDPs

Each of these categories have their special characteristics. The challenges and menu of strategic directions given in Annex B and C have been split up into these four categories to ensure that the special characteristics of each are taken into account.

The core strategies are shown in the table below:

The 10 Point Strategy for Uganda = KDS + 10	
Demand	1) Implement ISH promotion and social marketing
	2) Enforce ISH
Supply	3) Release budgets through prioritized workplans
	4) Accelerate pro-poor affordable technology development
	5) Improve private sector supply chain
Enabling Environment	6) Rationalize, simplify and disseminate policy and guidelines
	7) Improve multi-sectoral coordination of ISH
	8) Create a rewarding and competitive environment for the private sector
	9) Enhance government efforts to improve civil service performance
	10) Launch the KDS+ 10 and then monitor and rank performance

Across these 10 strategies run two cross-cutting themes: mainstreaming of gender and demonstration of political support.

The core strategy has been arranged as three programs that cut across all actors and sub sectors:

- Demand creation program
- Supply improvement program
- Enabling environment program

These three programs work towards the three overall objectives stated above. The programs do not imply any institutional rearranging or any recasting of planning routines. Instead they will build on existing institutional arrangements coordinating these across sectors and districts so that there is an overall national impact.

The institutional responsibilities and cost implications are given with a note on the source of funding.

Where the activities required are of a long-term routine nature that will be needed for many years or even in perpetuity then the government budget lines (including local government) have been identified as the appropriate source of funding. The issue in such cases is that, with the present prioritization, there will not always be sufficient funds. In some cases the shortfall will not even be possible to make up with radical pro-ISH prioritization. In these cases the activity may not be feasible in the short term without external off-budget funding. This immediately calls into play the feasibility and sustainability of the activity. Any funding from external sources will need to be very carefully considered if it is not to have counterproductive effects.

In other cases the activity is of a one-off nature which does not need to be repeated or sustained by Ugandan institutions. In such cases off-budget co-financing from donors (e.g. the Joint Partnership Fund (JPF), NGOs and others) might be appropriate. In some cases it might be possible to start with an initial public funding to catalyze an activity that can be then mainstreamed into later funding by private, household or community groups.

2 DEMAND CREATION PROGRAM

The effects and expected outcomes of the demand creation program are:

- The demand for latrines, through promotion and enforcement measures, is increased to the extent that householders invest in facilities at a rate that meets the national targets.
- The demand for improved hygiene and health is increased to the extent that handwashing behaviour⁵ reaches national targets
- The political demand for ISH is increased to the extent that sanitation budgets at district level are sufficient and that exemplary leadership is demonstrated.

The strategies to attain these immediate outcomes are:

- Strategy 1) Implement ISH promotion and social marketing
 Strategy 2) Enforce ISH

Strategy 1) Implement ISH promotion and social marketing

Rationale: Uganda has been at the forefront of ISH promotion and was one of the five countries that was chosen to scale up Participatory Hygiene and Sanitation Transformation (PHAST)⁶. During the last 10 years, mainly through the Rural Water and Sanitation Agency (RUWASA), Water and Environmental Sanitation (WES) and the efforts of NGOs, hundreds of practitioners have been trained in PHAST and other participatory tools. This training is invaluable and serves as a solid foundation for the future. There is a need now to:

- Cascade ISH advocacy, consensus building, planning and promotion with all key stakeholders at all levels.
- Continue the training in participatory tools.
- Adjust the PHAST sanitation and hygiene material and methodologies to put more emphasis on community selection of appropriate latrine technology and hygiene behaviour (with reason why they were selected) – use social marketing to promote these.
- Ensure that adjusted methodologies are being led by the districts instead of by projects (e.g. the implication that allowances are not project-supplied but via the normal civil service routines)⁷
- Make greater use of commercial techniques of social marketing for promoting most common latrine technologies and hygiene behaviours selected in the above tools.
- Adjust the extension messages to focus more on hand washing, the use of soap/substitute and the presence of affordable water sources near latrines.
- Exploit all opportunities to scale up successes in ISH promotion.

This strategy implies both short term and long-term activities to be undertaken at all levels by a variety of agents including the private sector and civil society. The private sector typically spends as much as 10% to 15% of the cost of products on marketing and creation of demand⁸. Innovative means are being used by CRESTANKS Tanks for example in linking up with faith-based organizations and opinion leaders to accelerate demand. These various measures have

⁵ Definition of target handwashing behaviour: existence of a washing facilities and use of the facilities with soap or substitute. Note handwashing is only one example of a range of hygiene practices that include removing children's faeces, dish washing etc)

⁷ See PHAST Uganda report 2000

⁸ This is being done by, amongst others, the software group composed of DWD and EHD staff.

⁹ Estimate by marketing manager and chairman of Crest Tanks, East Africa (September 2005)

resulted in up to 10,000 units being sold in the last three years in Uganda with the present sales exceeding 1,000 units per month. Many of the clients are institutions providing for IDP camps and other special uses; there are also growing direct sales to private individuals.

Strategy 1: Implement ISH Promotion and Social Marketing		
Activity	Responsible Institution	Cost implications
1.1 Implementing ISH promotion (Cascading advocacy consensus building, training in the use of improved tools based on social marketing techniques. ⁹⁾	District and urban authorities	Increase in the proportion of funds made available through cluster approaches for sanitation and hygiene promotion. Source of funding: PHC rants
1.2 Development of social marketing/ ISH promotion program for IDPs	EHD	Source of funding: JPF ¹⁰ NGOs/ /external funds / co-funding with government
1.3 Leadership sanitation code of conduct with Web-based/ newsletter self monitoring	EHD/MoLG	Minor expenses related to setting up web and monitoring related expenses. Source of funding: EDH/MoLG with limited JPF/NGOs/ external funds / co-funding with government
1.4 Introduction of social marketing in NGO ISH promotion	NGOs	Source of funding: NGOs and their donors
1.5 Marketing of soap through hand washing promotion activities as an element of the overall public sector hygiene promotion	Soap Manufacturers: Mkwano Industries, Unilever	No implication for public sector expenditure Source of funding: marketing budgets of the manufacturers and distributors
1.6 Marketing of sanitation products e.g. plastic latrines	CRESTANKS tanks, Poly fibre	No implication for public sector expenditure Source of funding: marketing budgets of the manufacturers and distributors
1.7 Advocacy campaigns to stimulate public debate and influence political decision makers to prioritise ISH incl. awareness building about waste water treatment and solid waste management	Civil society	Cost of campaigns, visits, lobbying, mass broadcasting, materials etc. Source of funding: NGOs and their donors
1.8 In-service training for ISH practitioners (EHD promotes and designs - together with ministries, districts and private sector – sanitation work place policies)	Districts/ Schools/ EHD	An initial five-year boost followed by the inclusion of training as part of the salary allocation. Source of funding: donors in the first five years, thereafter the GOU.

¹⁰ Examples include the use of user perception mapping; positioning of the value of hygiene; segmenting of the audience; targeting of the messages; inclusion of private sector entities and entrepreneurs in the promotion programmes; improved use of multi-media etc

¹¹ JPF- there is a joint partnership fund in both MWLE and MOH.

Strategy 2) Enforce ISH

Rationale: Sanitation is a public as well as a private good in that its benefits and detriments to the environment and to public health are widespread. In terms of the Public Health Act, local governments have a duty to ensure that citizens can live in a clean and safe environment. There is thus a constitutional and legally-established duty to protect the public by enforcing minimum standards of sanitation in order to prevent public health disasters and maintain an acceptable standard of health. In the 1960s and 1970s when the public sector functioned well and was characterized by high morale and well motivated civil servants minimum standards were enforced. The latrine was commonly known in many areas as a “by law” and the coverage was reported as exceeding 90%.¹¹ This points to the need, as universally recognized throughout the world, for enforcement of agreed standards of sanitation. The challenges are many and vary from rural to urban areas. Enforcement by itself is necessary but not sufficient. There also has to be an understanding of the need for enforcement and the means of compliance (e.g. affordable technologies). Demand is best created by the two-pronged approach of promotion (carrot) and enforcement (stick). In this respect Uganda is no different from any other country. In fact a number of the most important advances made have come from this dual approach as the best practice list shown in the annex demonstrates.

In some countries campaigns centered around “stop open defecation” have been very successful. There is merit in examining such social control experiments in other countries and seeing if they can be transferred to Uganda.

Strategy 2: Enforce Improved Sanitation and Hygiene		
Activity	Responsible Institution	Cost implications
2.1 Sharing of successful ordinances	EHD/Districts(MOLG)	Minor expenses in collecting the successful ordinances and publishing them on the Web with hard copy sent to districts Source of funding: JPF/NGOs/external funds / co-funding with government.
2.2 Updating of penalties	MOLG/Districts	Source of funding: MOLG/Districts
2.3 Enforcement and non-enforcement record of infringements kept (including enforcement of regular emptying of latrines and septic tanks (in high density areas))	Districts	Bureaucratic effort at district level which implies minor costs Minor expenses at EHD for recording the results on the web. Source of funding: EDH/MoLG with limited JPF/NGOs/ /external funds / co funding with government.
2.4 Exposure and Training of political and administrative heads at district level on enforcement and training on the ordinances and Public Health Act	EHD/MOLG	Source of funding: EDH/MoLG with JPF/NGOs/ /external funds / co funding with government with later insertion into routine budgets
2.5 Exposure and Training of DHIs and HAs at district level on enforcement and training on the ordinances and Public Health Act	EHD/MOLG/ DISTRICTS	Source of funding: EDH/MoLG with JPF/NGOs/ /external funds / co funding with government. with later insertion into routine budgets

¹² The development was however highly skewed and the enforcement routines not sustainable in a democratic environment.

3 SUPPLY IMPROVEMENT PROGRAM

The effects and expected outcomes of the supply improvement program are:

Sufficient budgets are released via the Primary Health Care (PHC), the District Water and Sanitation Committee (DWSC), the School Facility Grant (SFG) and other sources of finance to attain the targets. The supply of affordable technologies both for hand washing and disposal of faeces matches demand.

The strategies to attain these immediate outcomes are:

Strategy 3) Release budgets through prioritized workplans

Strategy 4) Accelerate pro-poor affordable technology development

Strategy 5) Improve private sector supply chain

Strategy 3) Release Budgets Through Prioritized Workplans

Rationale: The main element of ISH is the creation of demand which will in turn leverage the users' own source of finance. The creation of demand is covered under strategy 1) Implement ISH promotion and social marketing. This strategy costs money in terms of allowances, mobility and recurrent costs such as radio programmes and materials. The government provides funds under the DWSC and the PHC. Expenditure under these grants is triggered by approved workplans. Without workplans there will be no budget. The ISH content of the workplans for the PHC is very limited in practice, which explains why ISH activities are insufficient.

For the DWSC the ISH content is greater. It is worth mentioning that the sectoral conditional grant guidelines state that up to 12% of the grant can be spent on community mobilization and hygiene around water points. This may be so but it is also likely that the Technical Support Units (TSUs) whose original purpose was to ensure that "software" aspects were properly attended during the first few years of decentralized implementation also play a strong role.

The new conditions on how much of the PHC grant should be used on sanitation and hygiene promotion (not less than 10%) are unlikely to be accepted in the literal sense but will help to ensure that sanitation is seen as a shared responsibility of the ministries dealing with water, health and education, as was the intention of the Memorandum of Understanding (MOU) signed by all the three ministries. A literal interpretation of the conditions is not desirable in the wider context of moving toward increasing fiscal decentralization, the adoption of the cluster approach in health care and prevention and not least the great difficulty in actually measuring the ISH content of District Director of Health Services (DDHS) workplans. Isolating and ring fencing ISH spending might bring immediate results. There are, however, risks of losing opportunities to mainstream sanitation and hygiene promotion within the cluster approach and thus call on the vast resources of the health care and preventive network.

Recommendations and guidelines to inspire the DDHS to make sufficient allocation for ISH and practical measures on how to make good use of that allocation is what is needed rather than imposition of conditions.

The key to unlocking the supply of funds is to prioritize ISH in the DDHS workplan and budget – principally but by no means only within the work plan of the District Health Inspectorate. The challenge is to present a compelling argument for doing this in the face of other priorities. Early ISH adoption of the cluster approach at the district level should assist in presenting a cost effective means of maximizing the ISH impact in the workplans by at least saving on transport costs.

School sanitation lags behind with a national pupil to stance ratio of 1:60 instead of the recommended 1:40. School sanitation funded from the SFG competes with classrooms and teacher accommodation, which are themselves far from the recommended levels. The guideline to making at least one stance per new classroom is a practical and simple

measure that gives equal and balanced priority to building new classrooms (pupil to classroom ratio) and providing sanitation (pupil to stance ratio).

Strategy 3: Release Budgets Through Prioritised Workplans		
Activity	Responsible Institution	Cost implications
3.1 Continue the work of the area cluster MOH teams to train officials in workplans – further enhance the ISH content incl. Environmental considerations	EHD	Salaries, transport and allowances, already within the MOH budget. Source of funding: EHD/MOH
3.2 Implement what has been learned from the training and increase the ISH content of the DDHS plans	Districts/ DHI	Salaries already within the MOH/District budget. Source of funding: EHD/MOH/District
3.3 Establish national work plan and budget for promotion of ISH in Schools	MOES, PDE/PPDE	Consultancy study has looked into the status of ISH in schools and has made recommendations which require some follow-up work. Source of funding: MOES with JPF/NGOs/ /external funds (UNICEF)/ co-funding with government. with later insertion into routine budgets
3.4 Refine and improve national work plan and budget for promotion of ISH	EHD	Source of funding: EHD with limited JPF/NGOs/ external funds / co-funding with government.

Strategy 4) Accelerate pro-poor affordable technology development

Rationale: The demand for improved sanitation and hygiene facilities is linked to the availability of reliable, affordable and appropriate technologies. The readily available supply of low-cost pro poor technology is a key driver of demand. In Kenya, Zimbabwe and Malawi, the “arborloo”¹² is becoming popular in areas where its use is appropriate, notably in schools. This represents the lowest ecosan cost option with almost zero risk but the requirement that the superstructure is portable. It is essential that all latrine designs factor in a safe durable facility for hand washing.

Difficult terrain, such as rocky ground and high water tables, presents special problems which need to be overcome. Congested, low-lying, flood-prone urban areas require different solutions which take into consideration sanitation in non-owner occupied houses, which are prevalent in dense poor urban communities (i.e tenants of renters). IDPs also have special requirements. The focus in these areas is as much on management as on appropriate technologies. People with special needs such as disabled people require adaptations of the existing technologies. A social marketing approach demands the availability of a wide range of options to allow consumer a choice. Ecosan approaches demand greater demonstration funding in order to overcome barriers to their introduction. The formal private sector in Uganda is already developing innovative lightweight convenient and low price alternatives both for ecosan and non-ecosan technologies.

While the selection of latrine technologies is relatively well-developed there are gaps in the development of suitable hand washing facilities as well as the relatively simple components of the “safe-water-chain”. Increased investment in such product development and product management will be necessary.

Strategy 4: Accelerate Pro-poor Technology Development		
Activity	Responsible Institution	Cost implications
4.1 Demonstration of relevant existing technologies in each district	EHD/DWD/Districts/ Local private sector – artisans	Construction costs have to be partially subsidised with the local private sector taking a lead to avoid the excessively costly demonstrations of the past. Source of funding: PHC/DWSSCG/ private sector
4.2 Continue and expand existing Ecosan programs	EHD/DWD/Districts	Source of funding: PHC/DWSC JPF/NGOs/ /external funds / co-funding with government with later insertion into routine budgets
4.3 Product improvement and development of range of the plastic latrines, focus easy emptying	CRESTANKS and Polyfibre	Source of funding: Private sector e.g CRESTANKS and Polyfibre
4.4 Product refinement at the SSIPs level	Artisans (districts may get involved)	Source of funding: Self

Strategy 5) Improve private sector supply chain

Rationale: The private sector, both the larger scale formalized sector (soap and latrine manufacturers), as well as the small scale independent providers/entrepreneurs (SSIPs), are key players in the supply chain for ISH. In some areas of rural technology, radical restructuring of the supply chain has unleashed powerful market forces (e.g. treadle pump)¹³ that have been largely self-perpetuating and demand creating as well as demand satisfying. Whilst low cost ISH is less amenable to such radical supply chain innovations there are still potential improvements¹⁴ that can be made. A more thorough understanding of the supply chain is needed that can build on the work already done in Uganda on the supply chain studies made for spare parts for handpumps. In the urban sector, in particular, there is a density of demand, a purchasing power and requirement for innovative solutions that augurs well for private sector initiatives. The experiences of the supply chain for water in Uganda have not yet been highly encouraging so attention will have to be given to the reasons for this disappointing progress so far. More emphasis needs to be given to the role of the private small scale artisan – this strategy is related to strategy 8 (create a rewarding and competitive environment for the private sector).

The private sector needs to be more actively engaged (as is already the case for CRESTANKS) in behavior change communication to encourage greater, more extensive (hygienic) use of their products. They need to work in much stronger partnership with other government and non-government stakeholders. Mkwano industries, with over 90% of the bar soap sale market, should be given incentives for achieving increased soap use for hand washing at critical times. At a very minimum, the company should be represented on the sector working group.

¹³ The “arborloo” is simply a shallow hole in the ground into which a tree is planted once it is nearly full. A new “arborloo” is then made nearby.

¹⁴ Swiss Development Cooperation, Poverty alleviation as a business, March 2002

¹⁵ IDE, Vietnam

Strategy 5: Improve Private Sector Supply Chain		
Activity	Responsible Institution	Cost implications
5.1 Undertake supply chain study, including need for point of purchase credit / revolving fund and/or other financing support also for small scale transport companies	EHD	Cost of study activities. Source of funding: JPF/NGOs/ /external funds / co-funding with government.
5.2 Undertake piloting of support to SSIPs, masons etc, including small scale transport companies for human and solid waste	EHD/districts	Cost of piloting Source of funding: JPF/NGOs/ /external funds / co-funding with government.
5.3 Improve the supply chain using the results of the studies and own investigations	CRESTANKS and Polyfibre, SSIPs	Source of funding: Self
5.4 Training in technical and business training for masons, including for facilitators of wastewater treatment and solid waste management. Training should include environmentally friendly technology and practice (e.g. containing only <u>organic</u> human waste in pit latrines)	EHD/MOWH/independent SSIP training institutions	Source of funding: EDH/MOWH with JPF/NGOs/ /external funds / co-funding with government. with later insertion into routine budgets

4 ENABLING ENVIRONMENT PROGRAM

The effects and expected outcomes of the enabling environment program are:

- Improved public sector performance in the carrying out of ISH mandates
- Increased private sector engagement in ISH
- Increased civil society and NGO engagement in ISH

The strategies to attain these immediate outcomes are:

Strategy 6) Rationalize, simplify and disseminate guidelines.

Strategy 7) Improve multi-sectoral coordination of ISH

Strategy 8) Create a rewarding and competitive environment for the private sector

Strategy 9) Enhance government efforts to improve civil service performance

Strategy 6) Rationalize, Simplify And Disseminate Guidelines

Rationale: There has been no shortage of strategies, guidelines and policies designed to achieve sustainable sanitation and hygiene improvements in Uganda but they have tended to be developed, and owned by the central government. In addition, documents have tended to be “wordy” and indirect. Where simpler versions have been developed, such as the Kampala Declaration on Sanitation (KDS) leaflet, there was no effective district launch, dissemination or follow-up.

This strategy aims to learn from past negative experiences. It is built on all the documents developed to date and does not try to re-invent the wheel. The core strategic directions are in line with KDS and have been generated and fully endorsed by representatives from all districts. Complementary documents, such as the Public Health Act, the environmental health policy, the KDS and other strategies can also be summarized for inclusion in the cascading advocacy package.¹⁵

Strategy 6: Rationalize, Simplify And Disseminate Guidelines		
Activity	Responsible Institution	Cost implications
6.1 Rationalize and update the implications of: <ul style="list-style-type: none"> • Environmental health policy • Public health act • Kampala Declaration on Sanitation • School sanitation policy • IDP sanitation and hygiene strategy • National water policy 	EHD – P&PS(D) – DWD	Printing and developing costs Source of funds: ?
6.2 Monitor and adjust	EHD– P&PS(D) – DWD	Follow-up and monitoring should be part of the “cluster” approach and a task for the area health teams

¹⁶ WaterAid has developed a comprehensive Picture Based Toolkit including guidelines for community based planning

Strategy 7) Improve Multi-sectoral coordination of ISH at all levels

Rationale: One of the single most important factors inhibiting ISH in Uganda is the widespread failure of sectors to plan, implement and monitor this sector together. The notable exceptions exemplified in Masaka, Mpigi and Busia demonstrate what can be achieved when resources are pooled and complementary activities are carried out by different sectors working together to increase “reach” and reinforce shared objectives. Invoking a commitment to coordination, cooperation and integration at all levels is a key assumption of this ISH strategy, which aims to break down barriers and make teamwork the rule rather than the exception. The TSUs are key actors in the improvement of the multi-sectoral coordination. They are not partisan in the internal government divisions and have in most cases developed goodwill and respect amongst all parties. The TSUs can help in the establishment of clear institutional leadership at the district level.

Strategy 7: Improve Multi-sectoral Coordination of ISH at all levels		
Activity	Responsible Institution	Cost implications
7.1 Improve functioning of DWSC committees to include political representation	EHD – P&PS(D) – DWD	The meeting allowances should be met within council budget Source of Funds: Health/Water/Educ
7.2 Improve functioning of the sub-sector sanitation working group with coordination within key ministries (especially MOH within the cluster approach).	EHD – P&PS(D) – DWD with donor support	It is anticipated that MOH will take over chairing the SSSWG
7.3 Incorporation of civil society and NGOs	EHD – P&PS(D) – DWD with NGO mutual support	NGOs self-finance
7.4 Incorporation of private sector (including enhancement of the private waste transport, collection and emptying sector with a strong focus on environmentally friendly methods to promote reduce, reuse and recycle approaches)	EHD to facilitate others include: EHD, KCC, NWSC, MoLG and Sanitation Working Group discuss the handling of a sanitation levy like proposed in the Kampala Sanitation Master Plan	Private sector to self-fund Additional sources of funding: Manpower of EHD, KCC, NWSC and MoLG plus external funds for feasibility study

Strategy 8) Create a Rewarding And Competitive Environment For The Private Sector

Rationale: The private sector’s role in ISH has been systematically overlooked. Many latrines in Uganda have been built using hired labor and masons. These SSIPs are crucial to the sector. They can potentially stimulate demand and provide long-lasting solutions. The same holds true for the formalized sector that focuses on penetration of soap use and the provision of a range of portable latrines.

It is important that the market for ISH works. Market failures need to be better understood before measures to deal with them can be implemented. Failures will normally arise due to imperfect information (suppressed demand due to lack of appreciation of the benefits), imperfect competition (suppressed supply due to overseen potentials for profit, lack of well-trained Small Scale Independent Providers (SSIPs) or lack of access to capital. Taxes and regulations can also unwittingly impose barriers¹⁶. This strategy is linked to strategy 5 and the two will work in synergy with each other.

¹⁷ Also a very key role especially in the urban sector – some lessons/examples already exist

Strategy 8: Create A Rewarding And Competitive Environment For The Private Sector		
Activity	Responsible Institution	Cost implications
8.1 Dialogue with the private sector including transport companies, utilities and solid waste management bodies	EHD	Study costs, consultancy or NGO Source of funding: JPF/NGOs/ /external funds / co-funding with government.
8.2 Investigate sources of market failures; incentives (e.g tax reduction in the sector); training needs; credit requirements (micro credit)	EHD	

Strategy 9) Enhance Government Efforts to Improve Civil Service Performance

Rationale: Sanitation and environmental regulation is a public sector mandate in all countries. It can be outsourced but it cannot be abandoned as a mandate. The same to a lesser extent holds true for hygiene promotion. That is not to say that civil society and the private sector do not have crucial roles to play as emphasized in many of the 10 strategies outlined here.

In Uganda, a health care network down to village level exists and thousands of employees are paid wages for undertaking ISH-relevant tasks. Although these employees are paid, they are paid poorly. Attractive allowances potentially make up for the low salary and are a powerful incentive. However the funds for allowances and mobility are very limited. Many staff are grounded and unable to perform. Skills become rusty and morale falls. The problems are further complicated by a poor working environment, inadequate accountability, political interference, among other factors. This was not always the case in Uganda. In the 1960s and 1970s the civil service and the public health functions were significantly more effective and efficient – a living wage was paid. The latrine coverage at the time testifies to a connection between an effective public health service and improvements on the ground.

In the 1990s the response to an ineffective public sector was to deliver hygiene promotion through projects (e.g. RUWASA and WES) which then paid allowances and provided transport to district-employed staff. This was effective but did little to reverse the long- term decline in public sector performance. Since 2000 there has been a concerted effort to channel support to activities that are directed at public sector mandates via the public sector to support rather than undermine it. There is now a strong move to improve public sector performance – perhaps the most radical step that has already been taken is the decentralization of huge areas of the government mandate. Tools such as Results Orientated Management and other performance measures are being implemented under the guidance of the MOLG and MPS.

If one accepts ISH is a public sector mandate – not exclusively, but in some areas uniquely e.g. in regulation – then one also has to be prepared to:

- Accept that the pace of improvement of the sanitation and hygiene promotion sub-sector will not be significantly different from other sectors (i.e. there is no island of efficiency); the challenge is a long-term one
- Avoid the channelling of funds to efforts that duplicate or undermine the public sector (even though they might appear more effective in the short-term)
- Accept that funds channelled to the public sector are subject to internal prioritization at the national (between sectors) and district level (between areas of the workplan)
- Work constructively to ensure that the subsector implements performance improvement measures and provide MOLG and others with tools, such as specific indicators that will sharpen accountability and improve the incentive environment

- Work together with initiatives, such as the “training for real” program that aims at reducing the gap between the skills and knowledge of engineering and other water and sanitation sector professionals and the demands of sector employers.

Strategy 9: Enhance Government Efforts to Improve Civil Service Performance		
Activity	Responsible Institution	Cost implications
9.1 Integrate performance enhancing measures for the ISH sector into the overall MOLG programmes for improved civil service performance including for human and solid waste collection and waste water treatment	Districts/MOLG	Should not imply additional funds – there could be a link to the “training for real” programme
9.2 Develop ROM related indicators specific to sanitation (in its overall meaning incl. human and solid waste management and waste water treatment)	EHD/Districts/MOLG	Work to define and test indicators that can test the performance of DHI/HA and the DMT as a whole Source of funding: EDH/MoLG with JPF/NGOs/ /external funds / co-funding with government. with later insertion into routine budgets

Strategy 10) Launch the KDS + 10 And then Monitor and Rank Performance

Rationale: The effects and expected outcomes of the launching and maintenance program are:

- High visibility and political commitment to the aims of the strategy
- Continued focus and follow-up and accountability for the achievement of the strategy aims
- Gender mainstreaming as a cross-cutting activity throughout all the ISH programs.

The development of a “cascading advocacy” approach that convinces all major stakeholders that improved sanitation and hygiene is their responsibility will pave the way for a broad-based consensus and commitment to the 10 core strategies. Unlike the KDS, which flared brightly but fizzled out, the advocacy must be seen as a process not an event, and be budgeted accordingly with appropriate milestones and indicators with which to check progress. The commitment invoked by the signing of the Kampala Declaration by incumbent Local Council Five’s (LC5s) will need to be taken one stage further in the form of signing of a binding results-based performance contract which cascades from senior leadership through the ranks to the household. Politicians and technocrats will pledge their support and be held accountable for delivering on their commitment. This is linked to institutional leadership (strategy 7) which is also one of the outcomes of demand creation (strategies 1 and 2).

The performance monitoring system will need to be designed so as to give real incentives (or disincentives) to districts that are successful (or unsuccessful) in tackling the sanitation challenge. The use of results oriented management (ROM) indicators and the publication of district performance tables will be key tools as will the engagement of MoLG, which has the key role of district supervision and ensuring that the population at large is aware of district performance and can vote accordingly.

Strategy 10: Launch KDS + 10 and Monitor and Rank Performance		
Activity	Responsible Institution	Cost implications
10.1 Develop convincing, attractive “cascading advocacy” package (KDS + 10)	EHD with support of SSSWG and inputs from NGO/private sector	Consulting inputs from skilled social marketing/advertising consultants – package development costs Source of funds: donor
10.2 Launch national strategy as part of advocacy campaign with high profile pledge by senior figures	EHD/DWD/Educ with NGO and private sector support	Consulting fees, package costs, multi-media, allowances, transport Source of funds: donor
10.3 Cascade strategy and advocacy throughout the tiers of government	EHD/DWD/Educ with NGO and private sector support	Consulting fees, package costs, multi-media, allowances, transport Source of funds: donor
10.4 Simultaneously design and launch results based performance monitoring system	MoLG with line Ministries	Legal costs:

5 COST AND FINANCING OF THE CORE STRATEGIES

The cost implications of each activity are defined in an updatable spreadsheet using a variety of unit costs and other cost-related assumptions. The costs are separated into capital and recurrent costs and defined over a 10-year period. Initially only a minimum set of core costs are established but this could be expanded to include a wider range of activities depending on the choice of what set of strategies to select (see annex C on matrix of strategies).

The costs of the activities are allocated against 12 key implementing agencies (in accordance with the institutional responsibility matrix of the situational analysis). In this way costed packages that reveal the funding requirements are developed for each agency. These funding requirements can be compared against the historical and present day funding. The financing possibilities and strategies are suggested by the funding sources matrix presented in the situational analysis.

Figure 5.1 illustrates the main elements of the costing and financing tool. Figure 5.1 a shows the division of responsibilities between different agencies.

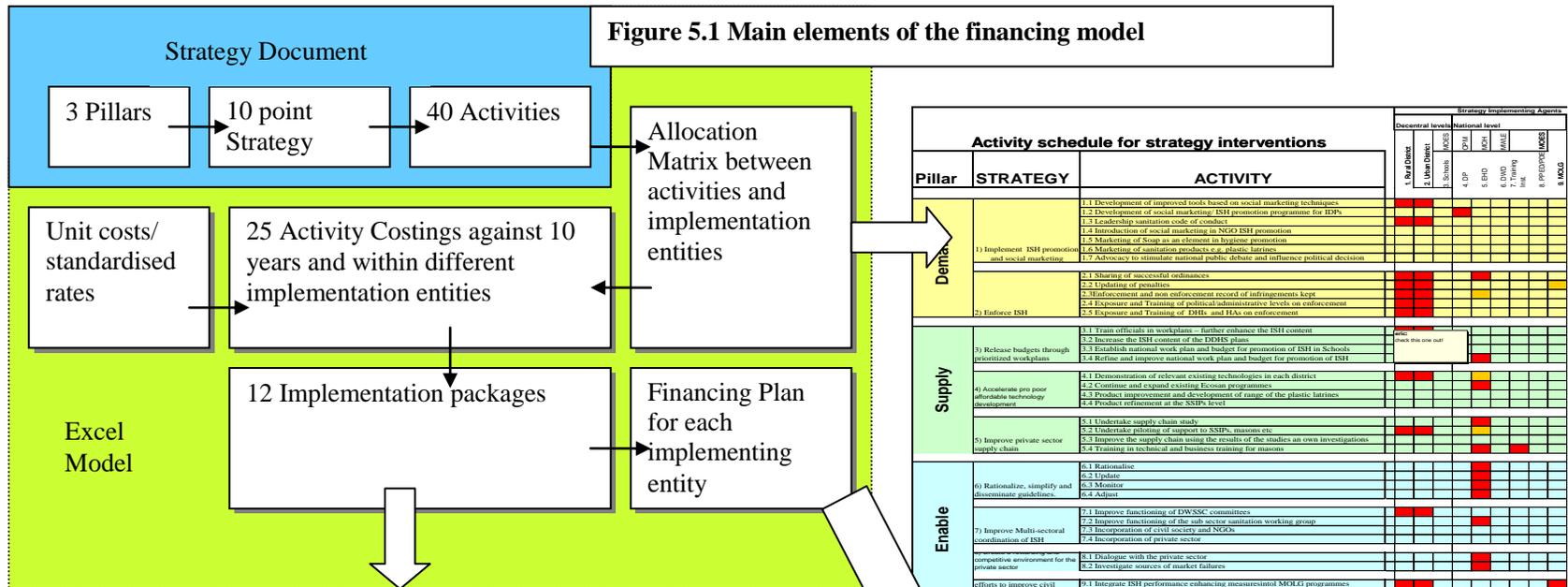
The key elements are:

- A table that allocates lead responsibilities to the key implementation entities
- Costing of 40 key activities, including explanatory notes, cost breakdown and separation into recurrent and development costs over a 10-year period
- Unit Cost table that gives a list of the standard rates and unit costs used. It allows a single updating/adjustment of a unit cost that will then automatically be updated wherever it is used
- 12 implementation packages that summarize the activities and expenditure budget to be borne by the relevant implementation entities and indicate the source of funding
- Summary of the costs by source of funding

Figure 5.1a Division of responsibilities between agencies

Activity schedule for strategy interventions			Strategy Implementing Agents								
			Decentral levels			National level					
			1. Rural District	2. Urban District	3. Schools	MOES	OPM	MOH	MWLE	7. Training Inst.	8. PPED/PDE/MCES
Pillar	STRATEGY	ACTIVITY									
Demand	1) Implement ISH promotion and social marketing	1.1 Development of improved tools based on social marketing techniques									
		1.2 Development of social marketing/ ISH promotion programme for IDPs									
		1.3 Leadership sanitation code of conduct									
		1.4 Introduction of social marketing in NGO ISH promotion									
		1.5 Marketing of Soap as an element in hygiene promotion									
		1.6 Marketing of sanitation products e.g. plastic latrines									
		1.7 Advocacy to stimulate national public debate and influence political decision									
		1.8 Schools sanitation promotion									
	2) Enforce ISH	2.1 Sharing of successful ordinances									
		2.2 Updating of penalties									
2.3 Enforcement and non enforcement record of infringements kept											
2.4 Exposure and Training of political/administrative levels on enforcement											
2.5 Exposure and Training of DHIs and HAs on enforcement											
Supply	3) Release budgets through prioritized workplans	3.1 Train officials in workplans – further enhance the ISH content									
		3.2 Increase the ISH content of the DDHS plans									
		3.3 Establish national work plan/budget for schools promotion/monitoring									
		3.4 Refine and improve national work plan and budget for promotion of ISH									
	4) Accelerate pro poor affordable technology development	4.1 Demonstration of relevant existing technologies in each district									
		4.2 Continue and expand existing Ecosan programmes									
		4.3 Product improvement and development of range of the plastic latrines									
		4.4 Product refinement at the SSIPs level									
	5) Improve private sector supply chain	5.1 Undertake supply chain study									
		5.2 Undertake piloting of support to SSIPs, masons etc									
5.3 Improve the supply chain using the results of the studies own investigations											
5.4 Training in technical and business training for masons											
Enable	6) Rationalize, simplify and disseminate guidelines.	6.1 Rationalise and update									
		6.2 Monitor and adjust									
	7) Improve Multi-sectoral coordination of ISH	7.1 Improve functioning of DWSC committees									
		7.2 Improve functioning of the sub sector sanitation working group									
		7.3 Incorporation of civil society and NGOs									
		7.4 Incorporation of private sector									
	8) Create a rewarding and competitive environment for the private sector	8.1 Dialogue with the private sector									
		8.2 Investigate sources of market failures									
	efforts to improve civil service performance	9.1 Integrate ISH performance enhancing measures into MOLG programmes									
		9.2 Develop ROM related indicators specific to sanitation									
10) Launch the KDS+ 10 and then monitor and rank performance	10.1 Develop convincing, attractive 'cascading advocacy' package (KDS + 10)										
	10.2 Launch national strategy as part of advocacy campaign										
	10.3 Cascade strategy and advocacy throughout the tiers of government										
	10.4 Simultaneously design and launch performance monitoring system										

Figure 5.1 Main elements of the financing model



STRATEGY	ACTIVITY	Implementation Schedule										Total 10 year period		
		Years										recurrent cost	capital cost	Total costs
		1	2	3	4	5	6	7	8	9	10			
1) Development of improved tools based on social marketing techniques	1.1 Development of improved tools based on social marketing techniques	---	---	---	---	---	---	---	---	---	---	0	0	0
	1.3 Leadership sanitation code of conduct	---	---	---	---	---	---	---	---	---	---	0	0	0
	2.1 Sharing of successful ordinances	---	---	---	---	---	---	---	---	---	---	0	0	0
	2.2 Updating of penalties	---	---	---	---	---	---	---	---	---	---	0	0	0
	2.3 Enforcement and non enforcement record of infringements kept	---	---	---	---	---	---	---	---	---	---	0	0	0
2) Enforce ISH	2.4 Exposure and Training of political and administrative heads at district level on enforcement and training on the ordinances and Public Health Act	---	---	---	---	---	---	---	---	---	---	0	0	0
	2.5 Exposure and Training of DHBs and HAs at district level on enforcement and training on the ordinances and Public Health Act	---	---	---	---	---	---	---	---	---	---	0	0	0
3) Release budgets through prioritized workplans	3.1 Continue the work of the area cluster MOH teams to train officials in workplans – further enhance the ISH content	---	---	---	---	---	---	---	---	---	---	0	0	0
	4) Accelerate pro poor affordable technology development	---	---	---	---	---	---	---	---	---	---	0	0	0
5) Improve private sector supply chain	4.1 Demonstration of relevant existing technologies in each district	---	---	---	---	---	---	---	---	---	---	0	0	0
	4.2 Continue and expand existing Ecosan programmes	---	---	---	---	---	---	---	---	---	---	0	0	0
7) Improve Multi-sectoral coordination of ISH	5.2 Undertake piloting of support to SSIPs, masons etc	---	---	---	---	---	---	---	---	---	---	0	0	0
	7.1 Improve functioning of DWSSC committees	---	---	---	---	---	---	---	---	---	---	0	0	0
9) Enhance government efforts to improve civil service performance	9.1 Integrate performance enhancing measures for the ISH sector into the overall MQLG programmes for improved civil service performance	---	---	---	---	---	---	---	---	---	---	0	0	0
	9.2 Develop ROM related indicators specific to sanitation	---	---	---	---	---	---	---	---	---	---	0	0	0
then monitor and rank performance	10.1	---	---	---	---	---	---	---	---	---	---	0	0	0
	10.2	---	---	---	---	---	---	---	---	---	---	0	0	0
Totals											0	0	0	

Level	funding instrument
District/ local authority	SFG
	PHC
	DWSCG
	own revenue
Central government	DWD
	EHD
	PPDE/PDE-cu
	MOLG
Donors	ipf - water
	ipf - health
private sector	Projects
	own revenue

5.1 Summary Of Costs

A summary of costs by implementing agency is presented below:

Summary by implementing agency		Estimated costs M UGX				
Area of expenditure	Implementing agency	10 year recurrent	10 year development	10 year total	Total by area	%
Public sector decentralised	1 Rural districts	1,680	2,956	4,636	6,688	17%
	2 Urban districts	459	948	1,407		
	3 Schools	289	355	644		
Public sector Central	4 IDPs ^(*)	4,590	0	4,590	10,102	26%
	5 EHD	88	673	760		
	6 DWD	0	4,690	4,690		
	7 Training institutions					
	8 MOES	52	10	62		
	9 MOLG					
Civil society	10 NGOs	366	0	366	366	1%
Private sector	11 SSIPs				22,334	57%
	12 Formal private sector	175	22,159	22,334		
Totals		7,699	31,791	39,491	39,491	100%

A summary of costs by sources of funds is presented below¹⁷:

Summary by sources of funds			Estimated costs M UGX												
Source	Level	funding instrument	Rural	Urban	School	IDP	EHD	DWD	Trainin g	MOES	MOLG	NGOs	SSIP	PS	Total
GOU	District/ local authority	SFG	0	0	355	0	0	0		0		0		0	355
		PHC	0	0	0	0	0	0		0		0		0	0
		DWSC	0	0	0	0	0	0		0		0		0	0
		own revenue	32	10	0	0	0	0		0		0		0	42
	Central government	DWD	0	0	0	0	0	0		0		0		0	0
		EHD	0	0	0	0	26	0		0		0		0	26
		PPDE/PDE-cu	0	0	0	0	0	0		52		0		0	52
		MOLG	0	0	0	0	0	0		0		0		0	0
		others	0	0	0	4590	0	0		0		0		0	4590
ODA -off budget	jpf - water	3003	964	0	0	124	4690		10		161		0	8952	
	jpf - health	1601	433	289	0	611	0		0		0		0	2934	
Donors	NGOs (off budget)	projects	0	0	0	0	0	0		0		205		0	205
		Formal sector	0	0	0	0	0	0		0		0		22334	22334
Total			4636	1407	644	4590	760	4690	0	62	0	366	0	22334	39491

¹⁸ See Situational analysis report for more detail

6 PHYSICAL IMPLEMENTATION

6.1 Investment and Public Sector Operation And Maintenance Costs

The hardware costs are defined as the costs of physically implementing the sanitation options within i) households, ii) public areas, iii) schools and iv) IDPs. The hardware costs are determined using assumed unit costs for a range of technology mixes together with the gap between the present coverage and the targets put forward by the sector taking into account the growth in population, urban migration and the expected lifetime of the various sanitation options. These calculations are presented in the SIP 2015 model.

The model considers the following hardware budget lines:

- Household sanitation in rural areas
- Household sanitation in urban areas (on site)
- Household sanitation in urban areas (water-borne sewerage)
- School sanitation
- Public latrines
- Operation and maintenance of schools latrines
- Operation and maintenance of public latrines

The key policy and technical variables are shown in the tables below:

Table 6.1 Key variables in infrastructure costs

Policy Variables (targets for 2015)	Value
Target coverage in rural areas	91%
Coverage in Urban Areas	98%
Target coverage in urban areas without wbs	88%
Target coverage for wbs in urban areas	10%
Target coverage for school sanitation	100%
Target Number of students per stand	40
Average pop./public latrine (RGC2&3, ST, Urban)	2,000
Public subsidy for rural latrines	0%
Public subsidy for urban latrines	0%
Public subsidy for School latrines	100%
Public subsidy for Public latrines	100%

Technical Variables	Value
Unit cost of household latrine in rural areas	70 USD
Unit cost of household latrine in urban areas	200 USD
Unit cost of 5 stance school latrine	1,600 USD
Unit cost of 5 stance public latrine	2,200 USD
Target number of stands per latrine	5
School latrines O&M, % cumulative investments	6%
O&M of public latrines as % of investments	10%

The required investment outcome based on these assumptions for the years 2004/5 to 2014/15 is shown below:

Table 6.2 Summary of infrastructure costs 2004 – 2015 (not including IDP camps)

Funding Requirements (M UGX)	2004/2005	2005/2006	2006/2007	2007/2008	2008/2009	2009/2010	2010/2011	2011/2012	2012/2013	2013/2014	2014/2015
HH Latrines in rural areas	23,508	24,669	25,886	27,162	28,499	29,902	31,373	32,916	34,534	36,232	36,232
HH Latrines in urban areas	9,502	9,926	10,370	10,834	11,320	11,827	12,357	12,912	13,492	14,099	14,099
WBS in Urban Areas	9,792	10,501	11,253	12,053	12,902	13,804	14,761	15,777	16,855	17,999	17,999
Implementation School Sanitation	4,552	5,215	6,018	7,006	8,238	9,799	11,818	14,490	18,130	23,267	23,267
Implementation Public Latrines	1,131	1,131	1,131	1,131	1,131	1,131	1,131	1,131	1,131	1,131	1,131
O&M School Latrines	273	586	947	1,367	1,862	2,450	3,159	4,028	5,116	6,512	7,908
O&M Public Latrines	113	226	339	452	565	678	791	905	1,018	1,131	1,244
Total Funding Requirements	48,870	52,253	55,945	60,006	64,517	69,591	75,390	82,159	90,276	100,370	101,879

Internally Displaced Person Camps

The costs of providing latrines for IDPs are presented in the excel model under activity 1.2 (Development of ISH for IDPs). The calculations are based on a number of assumptions as follows:

- No. of camps: 67
- Requirement for high cost latrines (dense areas): 37
- Requirement for low cost latrines (less dense peripheral areas):19

This means that a total of 2,467 high-cost and 1233 low-cost latrines will need to be built over a 10-year period or an average of 124 low-cost and 247 high-cost latrines to be built each year. The low-cost latrines cost UGSh.100,000 and the high cost latrines cost UGSh.4,000,000. In addition, some 85 school latrines will be needed costing UGSh.4,400,000 each. In addition to these hardware costs, 40 essential promotion packages each costing UGSh.,000 will be needed. The total development costs are thus estimated to be UGSh.1,380Million per year for 10 years.

Source of financing

The total investment costs and the breakdown against sources of finance (also including IDP camps) are shown below for the years 2005 - 2015:

Table 6.3 Sources of finance for the investment (and O%M for public facilities)

Funding Requirements (M UGX)	2005/2006	2006/2007	2007/2008	2008/2009	2009/2010	2010/2011	2011/2012	2012/2013	2013/2014	2014/2015	Total	Source
HH Latrines in rural areas	24,669	25,886	27,162	28,499	29,902	31,373	32,916	34,534	36,232	36,232	330,913	HH
HH Latrines in urban areas	9,926	10,370	10,834	11,320	11,827	12,357	12,912	13,492	14,099	14,099	130,738	HH
WBS in Urban Areas	10,501	11,253	12,053	12,902	13,804	14,761	15,777	16,855	17,999	17,999	153,696	NWSC
Implementation School Sanitation	5,215	6,018	7,006	8,238	9,799	11,818	14,490	18,130	23,267	23,267	131,799	SFG
Implementation Public Latrines	1,131	1,131	1,131	1,131	1,131	1,131	1,131	1,131	1,131	1,131	12,438	DWD
IDP camps	1,380	1,380	1,380	1,380	1,380	1,380	1,380	1,380	1,380	1,380	13,800	other
O&M School Latrines	586	947	1,367	1,862	2,450	3,159	4,028	5,116	6,512	7,908	34,208	Schools
O&M Public Latrines	226	339	452	565	678	791	905	1,018	1,131	1,244	7,463	LG
Total Funding Requirements	53,633	57,325	61,386	65,897	70,971	76,770	83,539	91,656	101,750	103,259	815,054	

7 PERSONNEL COSTS

The personnel costs fall into the following areas:

- District-based personnel (under the District Health Inspector)
- Staff of the MoH, Environmental Health Division
- Staff of the MoWLE, Directorate of Water Development (Sanitation-related work)
- Staff of the MoES, Ten-year Education Development Plan PPDE/CU

The table below shows the information available at the present time. It is based on an assessment of the staff that are involved on a full-time or part-time basis in sanitation and hygiene promotion using official salary and allowance figures. It does not take account of vacancies¹⁸.

Table 7.1 Summary of annual personnel costs

Entity	Annual Personnel Costs (MUGSh.)
MOH, EHD	9.72
MWLE	1.47
MOES	0.92
Districts – Health	380.25
Districts – Schools	35.15
Districts – DWSS	38.41
Total	465.91

¹⁹ The work is based on an assessment made by WSP, Uganda and is provided in excel model.

8 MONITORING AND PERFORMANCE MEASUREMENT OF THE ISH 10 YEAR STRATEGY

The 10-year ISH strategy will principally be monitored by the Water and Sanitation sector performance measurement framework, the HSSP and MOES monitoring framework.

The Water and Sanitation sector performance measurement framework defines three golden indicators relevant for ISH at the objective level:

- Latrine coverage
- Hand washing practice
- Water quality (safe water chain)

The HSSP framework defines two further indicators relevant for ISH:

- Public awareness of defined health priorities increased to 75%
- Behaviour change in priority health interventions increased by 50% in target groups

Indicators against which district health services will be monitored now include:

- Percentage of households with access to, and using, hand-washing facilities with water and soap (or soap substitute)
- Percentage of households that are safely disposing of children's faeces
- Percentage of households that are maintaining a safe drinking water chain
- Percentage of households that have access to, and are using, improved toilets / latrines; and proportion of villages with a faecal-free environment

Specific environmental health activities to be in place and implemented by 2010 include:

- Integrated district plans for domestic and school sanitation and hygiene promotion, based on best practice
- Integrated vector management strategy
- Food Safety Strategic Plan
- Regular drinking water surveillance and related safe water chain activities.

Thus no new or parallel monitoring will be required. An Environmental Health Department (EHD) handbook for monitoring is presently under development – this will further consolidate the monitoring of the sub-sector. A periodic evaluation (every 2 years) will be made to evaluate the progress made in other, less easily quantified aspects of the strategy e.g. the penetration of the private sector and the efficiency of social marketing techniques.

9 OPTIONS AND ALTERNATIVES

9.1 Policy Options

Policy options relate mainly to the setting of targets and to prioritization within the sector in the event of budget shortfall.

Target setting

The sector targets have been set within the PEAP and MDG processes. They are unlikely to be changed at the national level unless there is an overwhelmingly strong argument presented for doing so. The main concern is not the appropriateness of the targets but how realistic they are. From the sector agency point of view, the concern is whether or not there is sufficient finance made available to reach the targets. From the Ministry of Finance point of view, the concern is whether or not the productivity of the approach being used is sufficiently efficient to allow targets to be met within the financial constraints.

The main policy instruments are the i) subsidy rules (including the service levels for which subsidies are eligible) and ii) the degree to which available finance is ring fenced with in sector ceilings (i.e. conditions attached). Other potential policy instruments include the definition of technical standards (since they have cost implications).

The key topics of subsidies, setting of conditions within sector ceilings and the setting of targets are discussed in more detail in section 7.2. The overall conclusions are:

- The subsidy policy could be improved with relatively minor changes
- It is not useful to impose conditions on the use of funds for ISH within the sector ceilings (although more guidelines of how much it would cost to implement agreed strategies are needed and this document partly serves that purpose)
- National targets should be kept but districts should be encouraged to set their own targets.

Prioritization and sub-sector allocation

The main tool for allocation between sub-sectors within the water and sanitation sector is the Sector Investment Plan and the underlying Sector Investment Model. This plan allows for a sector-wide consideration of the relative spending in seven different areas of the sector (rural water, small towns urban water, large towns urban water, sanitation, water for production, water resources and sector regulation/monitoring). This tool combines with the internal prioritization mechanisms of the line ministries in charge of the sector ceilings i.e. water, health and education. Up to now it has been the internal prioritization mechanisms that have dominated decision making¹⁹ and it is likely to take some years before a sector vision takes root as opposed to an approach based on individual institutions.

It is not appropriate to overlay another prioritization process over the two described above.

The targets have two aspects: hardware (latrines) and software (demand, enhancing supply and creating an enabling environment). The hardware elements (both the subsidy and non-subsidy parts) have been determined

²⁰ It would be fair to say, in common with most countries, that these are quite arbitrary

in detail in the Sector Investment Plan (SIP) within a methodology that is consistent with other 6 sub-sectors in the water and sanitation sector. It would not be wise to duplicate this or introduce another system especially if it is not compatible with the other sub-sectors as this would complicate its use in prioritisation between the sub-sectors. The software (hygiene promotion) elements are described very simply in the SIP as they are not open to modelling due to huge variety of approaches and the lack of a close link between expenditure and results. Instead this strategy develops a menu of options and then settles on a set of minimum strategies and actions.

The role of this ISH financing strategy is to thus to:

- Show transparently how much finance is required for the “software” elements of reaching the ISH related targets of the MDGs and PEAP
- Provide a tool that can indicate the consequence of less funds being available and provide a means for constructively seeking to best spend available funds
- Provide a vision and strategy that seeks to direct available funding towards a 10 year horizon where annual expenditures can built on each other and achieve synergies²⁰
- Provide the national guidance that will form the basis for district derived ISH strategies that respond to the particular district challenges.

9.2 Subsidy Options and Review of the Subsidy Policy

Subsidy principles

The present ISH subsidy policy is built on the following principles:

- Subsidy of public latrines (in market places and bus stops – usually in urban centres or rural growth centres) (100%)
- Subsidy of school latrines (100%)
- Subsidy of initial construction of sewerage networks with the idea that tariffs should later recover at least the operation and maintenance costs
- Subsidy of ISH promotion at central and local levels
- Construction of latrines for IDPs are subsidized (100%)
- Construction of latrines at household level is not subsidized – although it has been in the past via projects
- No subsidy to private sector initiatives

The rationale behind this subsidy policy is to focus the funds available on those areas of public good which are highly collective (points 1-5) as opposed to areas which have a strong private good nature and which can in principle be handled by individuals (point 6,7). Government or at least collective initiative is necessary for the areas under bullet points 1 to 5.

The subsidy policy in effect channels funds towards “facilitation” and creation of “demand” but to a much lesser extent towards “supply”.

²¹ Rather than reducing implementing agencies to “hand to mouth” annual approaches in an area of endeavour where only longer term approaches are likely to work

The policy is also built on the observation that many of the supply type subsidies of the past – e.g. providing slabs free or at reduced cost or supporting the creation of centres of slab production – have not worked as intended.²¹

Sector observations

The sector data, although flawed, does provide some insights that could have a bearing on the subsidy issue, in particular:

- Why do some districts have a much higher latrine coverage than others? (it varies between 90% and less than 3%)²²
- Would it be correct to conclude that the level of public subsidy and latrine coverage are unlinked or at least very loosely linked?²³
- Why do some districts have a much higher hand washing practice than others? (In Karamoja the figure is much higher than the average reported elsewhere²⁴
- Why does the level of latrine coverage and hand washing practice not seem to correspond? (at least as witnessed in Karamoja which has very low latrine coverage but very high hand washing).²⁵

The answer to some of these questions is needed before launching new subsidy policies. The main outcomes of the analysis so far are:

- More needs to be known about the response to different types of ISH promotion before general lessons, applicable to all districts, can be drawn up
- The evidence points to the need for district based ISH strategies to be developed that are tailored to the particular district situation
- A national strategy can usefully present a “menu” of choices but would not be helpful if it pre-empted district choice of how to promote ISH
- ISH targets need to be set at district level rather than be common for all districts
- The subsidy policy will probably have to be nationally consistent when considering use of national resources but there is scope (within FDS) for opening up for district variations provided any extra funds are locally generated/decided upon.

The main conclusion concerning subsidizing of sanitation is that it is the administration of the subsidies rather than the subsidies per se that are the problem.

²² Further documentation of the findings of previous attempts at subsidy is needed.

²³ Source: Performance measurement framework report, 2004

²⁴ This implies that either: i) subsidy of ISH is not useful (even at promotion level) or ii) that it is the methodology and approach that is more important than the actual amounts or iii) the districts are so different that it is not possible to reliably compare.

²⁵ Uganda Poverty Status Report, 2005 Ministry of Finance, Planning and Economic Development, Kampala

²⁶ An obvious possibility is that since the areas is highly rural, the lifestyle mobile and the dwellings dispersed that open defecation is feasible but that well considered traditions maintain a high degree of handwashing. The implication is that blanket targets are not relevant. Each district potentially needs its own targets.

Sector Ceilings

Another important consideration is that the subsidy is constrained by sector ceilings under three sectors: water (also known as water and sanitation), education and health. ISH has to share its budget with other pressing needs (water (women who have to walk 12 kilometers to fetch water), education (classrooms that house more than 60 pupils), and health (AIDS, malaria and the full range of health problems facing Ugandans). Three issues can be distinguished:

- The case for a separate sanitation alone sector ceiling
- The process of prioritization within the present sector ceilings
- An increase in the sector ceiling
- An increase in the sector ceiling through a sanitation levy, which is strictly earmarked only for sanitation

A separate sanitation sector ceiling would undoubtedly be more secure for ISH. However, it would imply a removal of decision-making from the line ministries and districts to the Ministry of Finance, Planning and Economic Development (MoFPED). The main advantage would be an increase in visibility that might lead to more informed decision-making around allocation of subsidies. The MoU with the three-way split of responsibilities is still causing considerable problems as the perception is that responsibilities – not funds – have been transferred.²⁶

The process of prioritization is governed by government rules and in particular the Fiscal Decentralization Strategy (FDS). At the moment the line ministries and districts are free to increase ISH spending to whatever levels they feel are appropriate in order to reach official targets. Thus it is the setting of targets, the availability of accurate costs and most importantly the awareness of decision-making officials that is crucial rather than procedural changes. Setting of sanitation budgets from the center is also a possibility but one that runs too far against the spirit of the FDS to be feasible.

An increase in the sector ceilings (with or without earmarking to sanitation) is a possible solution. In effect this requires a very strong justification as more spending in one sector means less in another. The route most likely to be successful in increasing overall sector budgets is to demonstrate competent spending and a close relation between expense and result.

An increase in the sector ceiling through the introduction of a sanitation levy needs to be assessed in different locations and situations. An analysis was carried out in Kampala. A sanitation levy of between 7% and 14% (depending on level of water tariff) on all water sold through public standpipes, yard taps and in-house connections without a sewerage connection would be enough to fund a collection system, sludge treatment and leave some funds²⁷ e.g. for sanitation promotion. Similar approaches have been used in Burkina Faso and Manila. However, it is crucial to earmark the revenue and ideally keep it out of the overall tax system. The National Water and Sewerage Corporation (NWSC) would be able to act as an agent for local government to collect the levy through water bills. NWSC, Kampala City Council (KCC), Wakiso and Mukono local governments could agree on a handling charge to cover the additional expenses by NWSC for collection and accounting. In addition NWSC will be responsible for organizing the emptying of on-site sanitation and

²⁷ See earlier discussion on this issue.

²⁸ Kampala Sanitation Master Plan p. 14-16, volume 2 – main report, Nov 2004

treatment. The local government takes over enforcement, control function and sanitation promotion together with NGOs with the remaining funds.

Scope for improvement in the subsidy policy

The subsidy seems at first sight to be a rationale use of limited resources. However, some weaknesses have emerged which need to be examined:

- The subsidy of sewerage networks is not pro-poor as it helps the better off; (there is however an environmental and public health argument for subsidy)
- The removal of subsidy from household latrine coverage may have removed funding of ISH rather than redirect it towards the chosen areas of subsidy
- Although the data presented in the latest Sector Investment Plan (2015) shows that funding gaps of school latrines is not out of proportion to other elements of the sector (e.g. rural water supply), the targets (i.e. a linear achievement by 2015) may not be suitable given the consequences of schools without latrines
- The targets for hygiene promotion are arbitrarily set; minimum ISH packages at district level have not been developed so apparent funding gaps are also arbitrary
- The necessary district level variation in targets, approaches and even subsidy policy are not catered for
- The sector ceilings are defined in a way whereby sanitation spending is too easily reduced by more pressing priorities.
- No help is provided for the extreme poor (typically including the orphaned, widowed, sick and disabled) who are unable to gather sufficient resources no matter how willing they are to gain access to sanitation

Modified subsidy strategy

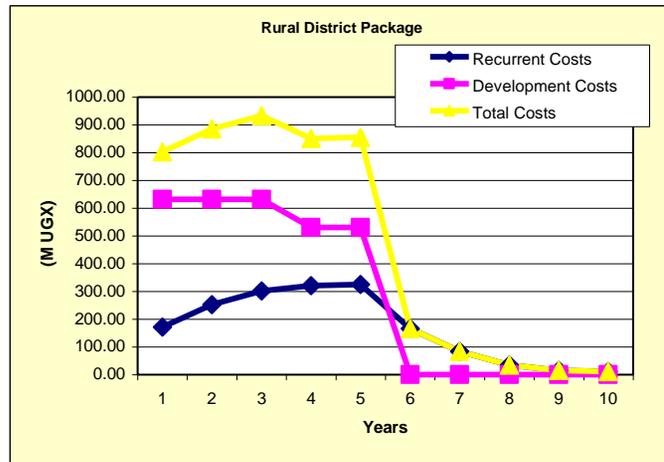
The overall subsidy strategy is sound but will benefit from considering the following options:

- Target-setting at district level (which through the mechanisms of the DDHS annual budgets and plans is the main trigger for ISH spending)
- Demonstration of the cost-effectiveness of ISH spending
- Subsidy policy variation at district level under guidelines from the central government
- Development and use of the minimum ISH packages
- Continued advocacy at all levels for greater prioritization of ISH (linked to target setting)
- Consideration of new accelerated targets for schools sanitation
- Temporary use of off-budget mechanisms (NGOs) for one-off supply side initiatives
- Consideration of subsidy to private sector involvement as an incentive measure (e.g. reduction of tax in the sector)
- Linkage to welfare measure aimed at helping the extreme poor; (the community could identify the extreme poor who could get hardware subsidies out of the sanitation revenue in the areas which introduced them)
- Introduce award systems for those households that have good sanitation facilities (like the Busia approach but combined with sanitation promotion and the total sanitation campaign in Maharashtra, India).

ANNEX A FINANCIAL TABLES

Rural District Summary

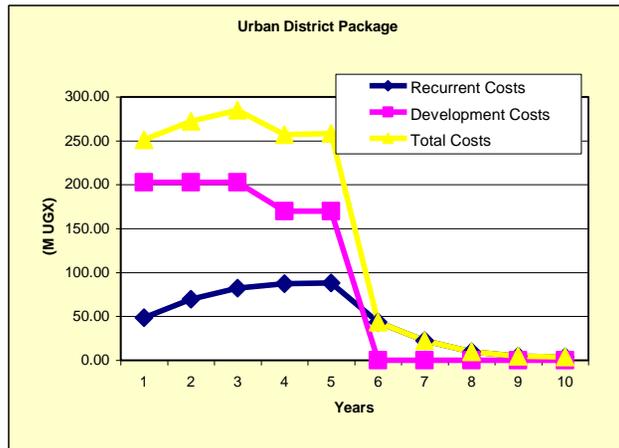
Rural District	All districts	Implementation Schedule										Total 10 year period			Source of funds
		Years										recurrent cost	devel't cost	Total costs	
STRATEGY	ACTIVITY	1	2	3	4	5	6	7	8	9	10				
1) Development of improved tools based on social marketing techniques	1.1 Development of improved tools based on social marketing techniques	[Red bar]										1283.28	0.00	1283.28	jpf -H
	1.8 In-service training for sanitation and hygiene promotion practitioners	[Red bar]										349.80	0.00	349.80	jpf / LG
4) Accelerate pro poor affordable technology	4.1 Demonstration of relevant existing technologies in each district	[Red bar]										0.00	306.08	306.08	jpf-w
	4.2 Continue and expand existing Ecosan programmes	[Red bar]										47.25	0.00	47.25	jpf -w
5) Improve private sector supply chain	5.4 Training in technical and business training for masons	[Red bar]										0.00	2650.00	2650.00	jpf -w
Totals											1680.33	2956.08	4636.40		



Funding Source	years (M UGX)										total	
	1	2	3	4	5	6	7	8	9	10		
SFG												0
PHC												0
EWSC												0
LG						6.36	6.36	6.36	6.36	6.36		31.8
DWD												0
EHD												0
PPDE												0
MOLG												0
Others												0
JPF-W	636.75	636.75	636.75	534.73	534.73	4.73	4.73	4.73	4.73	4.73		3003
JPF.H	165.84	247.63	296.70	316.33	320.26	154.42	72.63	23.56	3.93	0.00		1601
projects												0
NGOs												0
ssip												0
ps												0
Total	802.6	884.4	933.5	851.1	855	165.5	83.71	34.64	15.01	11.09		4636

Urban District Summary

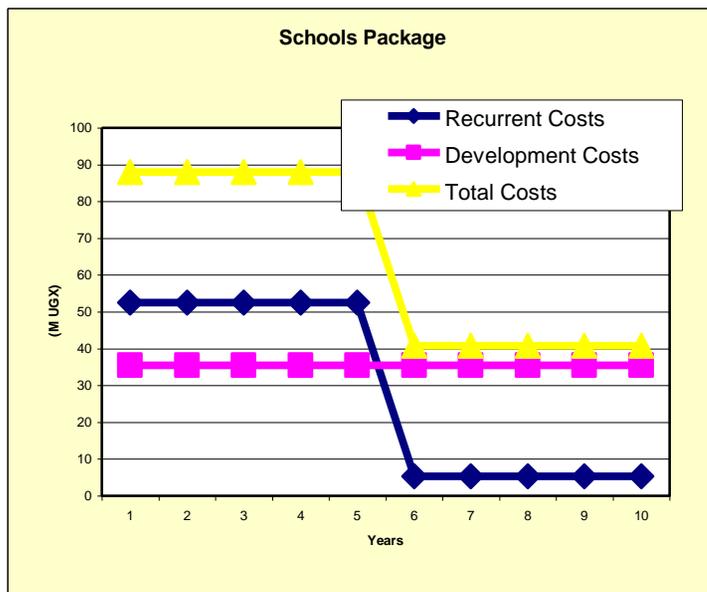
Urban District	All districts	Implementation Schedule										Total 10 year period			Source of funds
		Years										recurrent cost	Devel't cost	Total costs	
STRATEGY	ACTIVITY	1	2	3	4	5	6	7	8	9	10				
1) Development of improved tools based on social mark.	1.1 Development of improved tools based on social marketing techniques	[Red bar from year 1 to 5]										331.17	0.00	331.17	jpf -H
	1.8 In-service training for sanitation and hygiene promotion practitioners	[Red bar from year 1 to 5]										112.20	0.00	112.20	jpf-h / LG
4) Accelerate pro poor affordable technology	4.1 Demonstration of relevant existing technologies in each district	[Red bar from year 1 to 3]										0.00	98.18	98.18	jpf-w
	4.2 Continue and expand existing Ecosan programmes	[Red bar from year 1 to 5]										15.75	0.00	15.75	jpf-w
5) Improve private sector supply chain	5.4 Training in technical and business training for masons	[Red bar from year 1 to 5]										0.00	850.00	850.00	jpf-w
Totals											459.12	948.18	1407.30	0	



Funding Source	years (M UGX)										total
	1	2	3	4	5	6	7	8	9	10	
SFG											0
PHC											0
EWSC											0
LG						2.04	2.04	2.04	2.04	2.04	10.2
DWD											0
EHD											0
PPDE											0
MOLG											0
Others											0
JPF-W	204.30	204.30	204.30	171.58	171.58	1.58	1.58	1.58	1.58	1.58	963.9
JPF.H	46.78	67.89	80.56	85.62	86.63	39.85	18.74	6.08	1.01	0.00	433.2
projects											0
NGOs											0
SSIP											0
PS											0
Total	251.1	272.2	284.9	257.2	258.2	43.47	22.36	9.694	4.628	3.615	1407

Schools Summary

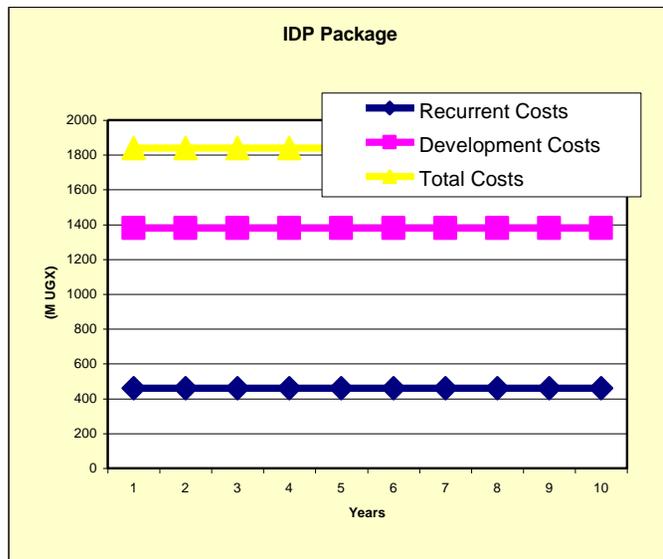
Schools	Implementation Schedule	Implementation Schedule										Total 10 year period			Source of funding
		Years										recurrent cost	devel't cost	Total costs	
Strategy	ACTIVITY	1	2	3	4	5	6	7	8	9	10				
1) Implement ISH promotion and social marketing	1.8 Training for sanitation and hygiene practitioners											288.75	0	288.75	JP-H
4) Accelerate pro poor affordable technology development	4.2 Continue and expand existing Ecosan programmes											0	355	355	SFG
Totals											288.75	355.25	644	0	



Funding Source	years (M UGX)										total
	1	2	3	4	5	6	7	8	9	10	
SFG	36	36	36	36	36	36	36	36	36	36	355
PHC											0
EWSC											0
LG											0
DWD											0
EHD											0
PPDE											0
MOLG											0
Others											0
JPF-W											0
JPF.H	52.5	52.5	52.5	52.5	52.5	5.3	5.3	5.3	5.3	5.3	289
projects											0
NGOs											0
SSIP											0
PS											0
Total	88	88	88	88	88	40.8	40.8	40.8	40.8	40.8	644

IDP Summary

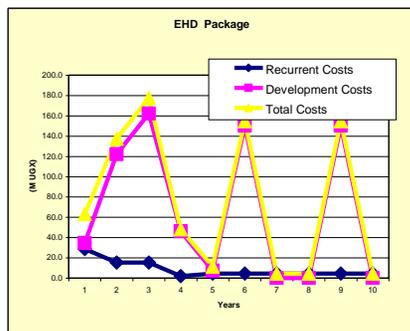
IDPS	Implementation Schedule											Total 10 year period			Source of funding
		Years										recurrent cost	Devel't cost	Total costs	
Strategy	ACTIVITY	1	2	3	4	5	6	7	8	9	10				
1) Development of improved tools based on social marketing techniques	1.2 Development of social marketing/ ISH promotion programme for IDPs											4590	13798	18388	others
Totals												4590	13798.15	18388.15	0



Funding Source	years (M UGX)										total
	1	2	3	4	5	6	7	8	9	10	
SFG											0
PHC											0
DWSG											0
LG											0
DWD											0
EHD											0
PPDE											0
MOLG											0
Others	459	459	459	459	459	459	459	459	459	459	4590
JPF-W											0
JPF.H											0
projects											0
NGOs											0
SSIP											0
PS											0
Total	459	459	459	459	459	459	459	459	459	459	4590

EHD Summary

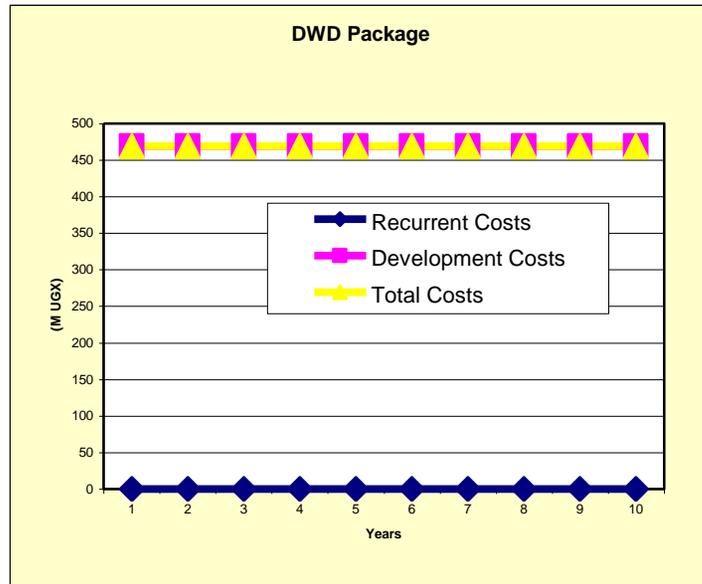
EHD	ACTIVITY	Implementation Schedule										Total 10 year period			Source of funding
		Years										recurrent cost	Devel't cost	Total costs	
Strategy		1	2	3	4	5	6	7	8	9	10				
1) Development of improved tools based on social marketing techniques	2.1 Sharing of successful ordinances	█				█						0.0	14.3	14.3	JPF health
3) Release budgets through prioritized workplans	3.1 Train officials in workplans – further enhance the ISH content	█	█									39.9	0.0	39.9	JPF health
	3.4 Refine and improve national work plan and budget for promotion of ISH			█		█				█		0.0	450.8	450.8	JPF health
5) Improve private sector supply chain	5.1 Undertake supply chain study				█							0.0	46.3	46.3	JPF water
6) Rationalize, simplify and disseminate guidelines.	6.1 Rationalise and Update	█	█									0.0	36.1	36.1	JPF health
	6.2 Monitor and adjust					█	█	█	█	█	█	14.5	0.0	14.5	JPF health
8) Create a rewarding and competitive environment for	8.2 Investigate sources of market failures		█									0.0	77.4	77.4	JPF water
9) Enhance government efforts to improve civil service performance	9.2 Develop ROM related indicators specific to sanitation		█									0.0	32.6	32.6	JPF health
	10.1 Develop convincing, attractive ‘cascading advocacy’ package	█										0.0	9.5	9.5	JPF health
10) Launch the KDS+ 10 and then monitor and rank performance	10.2 Launch national strategy as part of advocacy campaign with high profile pledge by senior figures	█										13.4	0.0	13.4	JPF health
	10.4 Simultaneously design and launch results based performance monitoring system	█	█	█	█	█	█	█	█	█	█	19.9	5.7	25.6	EHD
Totals												87.6	672.6	760.2	



Funding Source	years (M UGX)										total
	1	2	3	4	5	6	7	8	9	10	
SFG											0
PHC											0
DWSG											0
LG											0
DWD											0
EHD	7.7	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	25.6
PPDE											0
MOLG											0
Others											0
JPF-W	0.00	77	0	46	0	0	0	0	0	0	124
JPF.H	55.4	58.0	####	0.0	9.5	####	2.4	2.4	####	2.4	611
projects											0
NGOs											0
SSIP											0
PS											0
Total	63	137	178	48	12	155	4	4	155	4	760

DWD Summary

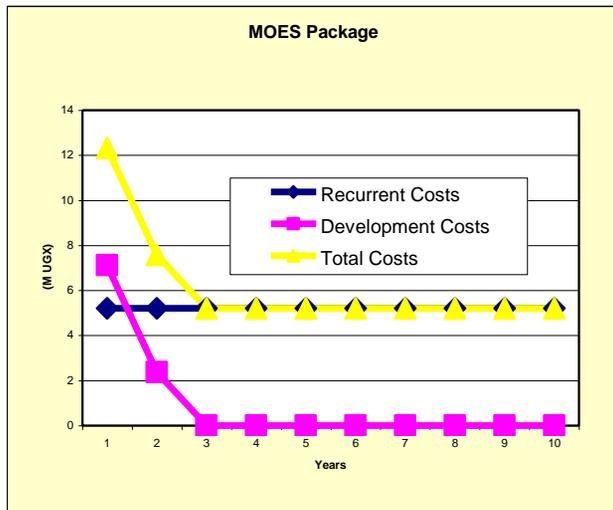
DWD	ACTIVITY	Implementation Schedule										Total 10 year period			Source of funding	
		Years										recurrent cost	Devel't cost	Total costs		
4) Accelerate pro poor affordable technology development	4.2 Continue and expand existing Ecosan programmes												0	4690	4690	DWD/JPF water
		Totals										0	4690.3	4690.3	0	



Funding Source	years (M UGX)										total
	1	2	3	4	5	6	7	8	9	10	
SFG											0
PHC											0
DWSG											0
LG											0
DWD											0
EHD											0
PPDE											0
MOLG											0
Others											0
JPF-W	469	469	469	469	469	469	469	469	469	469	4690
JPF.H projects											0
NGOs											0
SSIP											0
PS											0
Total	469	469	469	469	469	469	469	469	469	469	4690

MOES Summary

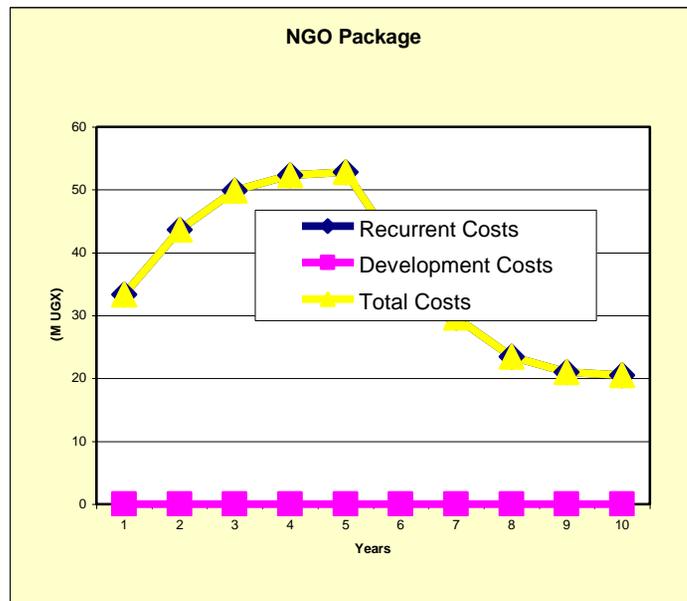
MOES	ACTIVITY	Implementation Schedule										Total 10 year period			Source of funding		
		Years										recurrent cost	devel't cost	Total costs			
3) Release budgets through prioritized workplans	3.3 Establish national work plan and budget for promotion of ISH in Schools													52.00	9.50	61.50	JPF water / PPDE
Totals												52	9.5	61.5	0		



Funding Source	years (M UGX)										total
	1	2	3	4	5	6	7	8	9	10	
SFG											0
PHC											0
DWSG											0
LG											0
DWD											0
EHD											0
PPDE	5.2	5.2	5.2	5.2	5.2	5.2	5.2	5.2	5.2	5.2	52
MOLG											0
Others											0
JPF-W	7.13	2.38	0	0	0	0	0	0	0	0	9.5
JPF.H											0
projects											0
NGOs											0
SSIP											0
PS											0
Total	12	8	5	62							

NGOs Summary

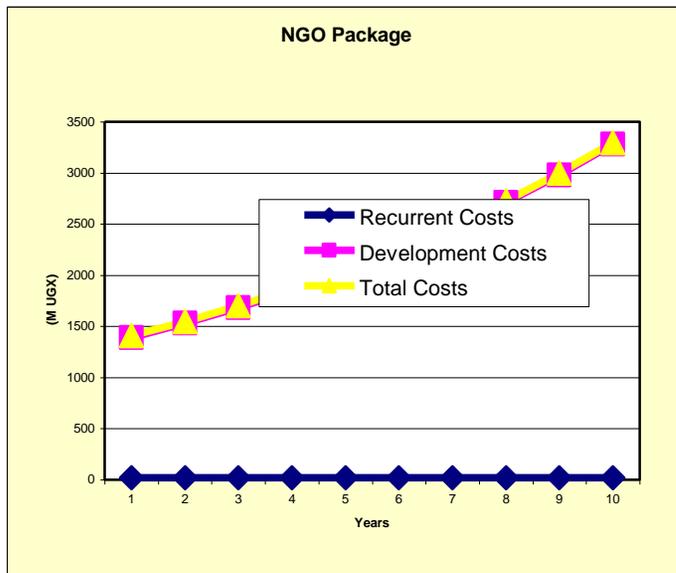
NGOs	ACTIVITY	Implementation Schedule										Total 10 year period			Source of funding
		Years										recurrent cost	Devel't cost	Total costs	
1) Implement ISH promotion and social marketing	1.4 Introduction of social marketing in NGO ISH promotion											161	0	161	JPF w
	1.7 Advocacy to stimulate national public debate and influence political decision											30	0	30	
7) Improve Multi-sectoral coordination of ISH	7.3 Incorporation of civil society and NGOs											175	0	175	NGOs
Totals											366.4451	0	366.4451	0	



Funding Source	years (M UGX)										total
	1	2	3	4	5	6	7	8	9	10	
SFG											0
PHC											0
DWSG											0
LG											0
DWD											0
EHD											0
PPDE											0
MOLG											0
Others											0
JPF-W	13	23	29	32	32	19	9	3	0	0	161
JPF.H											0
projects											0
NGOs	21	21	21	21	21	21	21	21	21	21	205
SSIP											0
PS											0
Total	33	44	50	52	53	40	30	23	21	21	366

Private Sector Summary

Private Sector	Implementation Schedule	Implementation Schedule										Total 10 year period			Source of funding
		Years										recurrent cost	devel't cost	Total costs	
		1	2	3	4	5	6	7	8	9	10				
Strategy	ACTIVITY														
1) Implement ISH promotion and social	1.5 Marketing of Soap as an element in hygiene promotion											0	17531.17	17531.17	ps
	1.6 Marketing of sanitation products e.g. plastic latrines											0	4628.228	4628.228	ps
7) Improve Multi-sectoral coordination of ISH	7.3 Incorporation of civil society and NGOs											175	0	175	ps
Totals												175	22159.4	22334.4	0



Funding Source	years (M UGX)										total
	1	2	3	4	5	6	7	8	9	10	
SFG											0
PHC											0
DWSG											0
LG											0
DWD											0
EHD											0
PPDE											0
MOLG											0
Others											0
JPF-W											0
JPF.H											0
projects											0
NGOs											0
SSIP											0
PS	1408	1547	1700	1868	2053	2257	2481	2727	2998	3296	22334
Total	1408	1547	1700	1868	2053	2257	2481	2727	2998	3296	22334

About The Sector Finance and Resource Flows Series

The Sector Finance and Resource Flows reports are based on country studies on water and sanitation sector financing in Africa. The aim is to provide assistance to sector leaders, policy makers and development partners to help African countries meet the Millennium Development Goals on water and sanitation through: rationalizing allocation of public funds, leveraging non-public resources and improving targeting of required subsidies.

Africa Region

World Bank Hill Park Building Upper
Hill Road Nairobi
Kenya

Phone: +254-20-3226306

Fax: +254-20-3226386

E-mail: wspaf@worldbank.org

Other Sector Finance Publications by WSP-AF

Sector Finance and Resource Flows Publications

Water Supply and Sanitation Sector Finance and Resource Flows Assessment; Zambia

Sector Finance and Resource Flows Assessments for Water Supply – A pilot application for Kenya

Ethiopia Water Supply Sector Resource Flows Assessment

Strengthening Budget Mechanisms for Sanitation - Uganda

PRSP Publications

Water and Sanitation in PRSP Initiatives-A Desk Review of the Emerging Experience in Sub-Saharan Africa (SSA)

Water supply and Sanitation in Poverty Strategy Papers in Sub-Saharan Africa: Developing a Benchmarking Review and Exploring the Way Forward

Factors behind the Poor Integration of the Water and Sanitation Sector in PRSPs in Sub-Saharan Africa-Lessons from Uganda, Malawi and Zambia-Brief (with ODI at www.odi.org.uk)

Sector Financing-Global and Regional

The challenge of Financing Sanitation for Meeting the Millennium Development Goals

Meeting the Financing Challenge for Water Supply and Sanitation (Full Report)

Meeting the Financing Challenge for Water Supply and Sanitation (Summary)

Financing Small Water Supply and Sanitation Service Providers: Exploring the Micro-Finance Option in Sub-Saharan Africa

Financing the Millennium Development Goals for Water and Sanitation: What will it take? Synthesis paper for Global WASH Forum

Available online at www.wsp.org

WSP MISSION

To help the poor gain sustained access to improved water and sanitation services.

WSP FUNDING PARTNERS

The Governments of Australia, Austria, Belgium, Canada, Denmark, Germany, Italy, Japan, Luxembourg, the Netherlands, Norway, Sweden, Switzerland, and the United Kingdom, the United Nations Development Programme, and The World Bank.

ACKNOWLEDGEMENTS

This report was prepared by Eric Buhl-Neilsen (Team Leader), Simon Bibby and Silver Ssewanyana, for the Environmental Health Division, Ministry of Health, Uganda. The WSP-Af task team comprised Mamuna Nalubega, Samuel Mutono, Meera Mehta and Thomas Fugelsnes.

It represents a 10 year national strategy for financing Improved sanitation and Hygiene (ISH) aimed at achieving national targets and the MDGS. It presents a series of core strategies and activities that are relevant throughout the sector and across all districts. These strategies and activities are costed and responsibilities allocated over a 10 year period. The task has involved collaboration and cooperation between teams coordinated by the National Sanitation Working Group working in all the key institutions in the water and sanitation sector, including the Directorate for Water Development, the National Water and Sewerage Corporation, the Environmental Health Division of the Ministry of Health, the Ministry of Education and sports, the local governments, the development partners and the Uganda Water and Sanitation NGO Network.

The contribution and guidance of a wide range of parties and individual stakeholders consulted during this process are gratefully acknowledged.

Of particular importance were the National Sanitation Working Group led by Sam Mutono, the lead agencies of the Ministry of Health Environmental Health Department (Mr Paul Luyima and his staff – notably Justin Otai); Ministry of Education and Sport (notably Santa Ajok); Ministry of Water and Environment (notably Mr. Tushabe and Dr. John Pinfeld); National Water and Sewerage Corporation; Unicef, WaterAid, NETWAS, CREST Tanks as well as all the district, city council, municipal, NGO and private sector representatives participating in the regional consultation process (notably from Pallisa, Mbale, Masaka, Kampala and Mbarara). To you all we must pass over the mantle of putting it into practice and making 100% improved sanitation and hygiene a reality for Uganda.

The authors of this report are indebted to the contributions of Meera Mehta, Patrick Okuni, Maimuna Nalubega, Harriet Nattabi, Sam Mutono, Thomas Fugelsnes and other WSP staff for comments on drafts and feedback at various stages of this assignment.

Editor: Rasna Warah

Production Assistance: Winifred Adhiambo, Sylvia Maina,

The WSP Working Papers disseminate the findings of work in progress to encourage the exchange of lessons and experiences on water and sanitation issues. An objective of the series is to get the findings out quickly, even if the presentations are less than fully polished. The findings, interpretations, and conclusions expressed in the papers are entirely those of the authors. Dissemination of the material is encouraged and the Water and Sanitation Program will normally grant permission promptly. For questions about this report, including permission to reprint portions or information about ordering more copies, please contact the Water and Sanitation Program by e-mail. The WSP Working Papers are available online at [Http://www.wsp.org](http://www.wsp.org).

